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## Economic Development and City Planning

By Paul H. Rigby

Generally, there are two methods available to a community for stimulating economic development. One is through increasing investment by members of the community in local economic enterprises and the other is through inducing outside interests to make investments in the community, usually in the form of new industries. The first approach is ruled out for a great many communities because of the lack of local capital to invest in new or old economic activities, especially if large capital funds are necessary. Consequently the average community must devote its efforts to inducing investments in the community by outside interests which is tantamount to selling the community to individuals or organizations seeking business or industrial locations and the community which can effectively do this will be successful in promoting economic development.

A majority of those communities which embark on a program to sell their town as a site for investment in economic enterprises, primarily industrial, concern themselves with gathering and disseminating to prospects information dealing with the availability of raw material, transportation facilities, size of population, size of labor force, and the availability of sites. Certainly such factors as these are very important to people interested in locating a business or industry in a community, but to emphasize these alone is to omit other factors which often outweigh these.

In addition to what are usually called the "economic aspects" of the community and just as important as a sales point to prospective investors in the community, is the desirability of the community as a place in which to live. What has the community to offer in residential areas, shopping districts, libraries, schools, sound city planning, social attitudes, acceptance of newcomers, and health, recreation, municipal, and cultural facilities?

During recent years increasing emphasis has been

placed on these so-called "noneconomic aspects" of the community as criteria for the location of economic activities. One reason for this trend is the fact that economically many, if not most, business and industrial activities can be located equally well in several areas. The raw materials, for example, which are needed for certain activities may not require a special location on the part of the activity because the material may be ubiquitous, inexpensive to transport, or constitute only a very small proportion of the total cost of the finished product. Similarly, the availability of markets, labor, and transportation may be satisfactory in a number of locations. Since industries are thus often able to locate economically in a number of areas, the burden is placed on the community interested in inducing outside investment in business or industrial activities to find selling points for their community which are in addition to those commonly considered in industrial location.

A second explanation for the growing emphasis on the "noneconomic aspects" is an attitude which has developed on the part of industrialists that, although those factors which determine the desirability of a community as a place in which to live may not be considered by some as economic factors, in reality they are, because in a very real sense they can decrease costs through increasing labor's efficiency. One of the most important phases of any economic enterprise is the organization and association of people, and it has been found that the effectiveness with which people are organized and the efficiency with which people work together depends to an appreciable extent upon the general living conditions of the communities in which they reside. Considerable attention is therefore being given today by industrialists to insure that their personnel will have the opportunity to live in a wholesome community environment.

In referring to this trend of thought, Jessie

Bernard in *American Community Behavior* wrote as follows: (The industrialist quoted by Bernard is Charles Luckman, formerly president of Lever Brothers.)

Some industrial leaders now think that perhaps other than strictly economic factors should be tested in intercommunity competition for industries. In the past, businessmen making up their minds as to where to locate new plants looked for the following things: a location as close as possible to raw materials and markets; good transportation; cheap power; and a buyer's labor market—that is, a community where more men were looking for jobs than there were jobs available, and a favorable political climate. One industrialist now proposes that in the future, "when we decide on location, let us demand a community which affords comfortable modern housing—not only for our factory but also for our people—and within the means their wage standard would provide. We should feel constrained to inquire into the liberality of the public-school system with the same interest that we analyze the liberality of the local tax structure. We must recognize that the promise of a tax exemption might also well mean the exemption of our employees' children from the educational opportunities which make good citizens. When we look for plentiful power, we are bound to the corollary of inquiring into the recreational power and facilities of the community." In other words, he proposes that when communities compete for factories and plants, they be tested for their human values as well as for strictly economic advantages. The community that offers the best living conditions for workers should, in his opinion, win over the community that offers only economic advantages to the industry.<sup>1</sup>

Somewhat similar thinking was expressed by a representative of the General Electric Company when he outlined some of the points which influenced the selection of Anniston, Alabama, as a site for one of its plants. Following is a partial quote from his statement:

We liked its general appearance. Both the business and residential sections were neat and clean, reflecting industry and pride.

The schools were fairly well located and with an excellent new junior high school nearing completion, we could sense that here was planning for maintaining adequate facilities.

The city was free of taverns and "joints" which would attract the young people. Not only relatively free of such, but a most beautiful and complete YMCA was practically finished.

Very cleverly arranged combinations of pools, parks, and playgrounds were strategically located all around for the children's recreation.

A few contacts showed that the police force and fire department were courteous, friendly and effective.

Our wives shopped the downtown business as to service, prices, and selection. We told clerks we were thinking of making our home here and they assured us we would like Anniston.

We tried hamburger stands, soda fountains, gasoline stations—and found friendly service everywhere.

We found many fine churches and many active civic clubs.

In the residential section people willingly showed

us through their homes and frankly answered questions about the building contractor and his work.

And we found the bankers friendly and aggressive. Frank, too, but soundly confident and warmly interested in the community's growth.<sup>2</sup>

If the view is correct that people who are looking for industrial and business locations are placing more and more stress on the quality of a community as a desirable place in which to live, it then behooves community leaders seeking to sell their community to prospective new businesses to insure the development of their town so that it will be able to offer those qualities which make a community a desirable place in which to live. The responsibility of a committee or whatever organization is set up to induce new economic activity should be to make every effort to secure community consciousness and community action to create a community which can be considered as a desirable place in which to live, work, and play.

This goal of attempting to secure the development of a community which is conducive to wholesome, healthy, and happy living should be considered, though, by community leaders for reasons far more important than simply to induce industrial development. These reasons can be summed up

2. THE TUSCALOOSA NEWS, Tuscaloosa, Alabama, November 23, 1952.

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1. Bernard, Jessie, *AMERICAN COMMUNITY BEHAVIOR*, The Dryden Press, New York, New York, 1949, p. 137.

as the avoidance of unplanned community growth which has been characteristic of most American communities. The growth of almost every American community has taken place without consideration being given to the overall development of the community as a place for human habitation. This lack of planning has resulted in chaotic and disorganized communities which are not only not conducive to human habitation but which are indeed quite inimicable to it. The conditions prevailing in large metropolitan communities are, of course, the most outstanding or at least the best known examples of what will result if communities are allowed to develop without foresight and planning.

The conditions in some cities have become so bad that urban development is being looked upon with increasing alarm and is being pointed to as one of the most pertinent problems of our time. A leading book on the problem poses the question in its title. In this book, *Can Our Cities Survive*, J. L. Sert points out that in the face of technological achievements which have completely reshaped living standards in the western world, present community development not only ignores the technology of better living, but in many situations actually throttles and chokes development of urban conditions which would be conducive to securing the maximum advantages of technology. Antiquated architecture, for example, can inhibit the use of modern illuminating methods. Street and traffic patterns can prevent the most efficient use of automobiles.

The ironic fact is that the very technology which has made possible the living standards experienced in the United States today is the same technology which has brought on the crises of community development. Industrialization has made necessary as well as made possible large population concentrations and as industrialization continues, so the concentration of people continues. The concentration of population in itself is not necessarily undesirable and, furthermore, can have many desirable aspects. The problem centers around the failure of communities to adequately plan for the conditions introduced by industrialization. Cities and towns have consequently become centers of technological wonders and at the same time centers of confusion and disorder.

The rapid development of technology making industrialization possible has posed the problem to communities of changing some of their patterns and methods of community organization to take full advantage of technology. Most communities have not made this change in their community organization sufficiently, if at all, to meet this challenge of technology and are hence facing serious problems. Community development in the United States serves as an excellent example of what social scientists refer to as social lag or cultural lag, which

terms are used to describe the failure of social organization to keep up with technology.

Commenting on this problem Sert points out in the book, *Can Our Cities Survive*, that

In great population centers of the world today man is a victim of urban chaos. His health, his security, and his happiness are menaced in cities inimical to an orderly existence. Instinctively he is aware that his daily life is conditioned by the turbulent streets about him.

Today urban problems affect a great part of the world's population, 10 per cent of it living in cities over 100,000 inhabitants. In the United States the proportion is 56.5<sup>3</sup> of the nation's total population. Yet town planning, or the recreation of cities to fill man's more urgent needs, is still to many of us a kind of mysterious science; while the most immediate urban problems, those affecting everyday lives of nearly all people, are largely ignored by the layman.<sup>4</sup>

In *The Culture of Cities*, Lewis Mumford, in discussing this same problem, writes that

What has been called the triumph of urbanization has been very largely the systematic frustration of those social and co-operative endeavors which modern collective thought has made possible. Metropolitan civilization, with its resourceful technical ingenuity, its delicately articulated physical organizations, has failed through its very structure to distribute the benefits that it potentially commands.<sup>5</sup>

Some of the problems of community development include slums, juvenile delinquency, crime, fires, disease, recreation, noise, smoke, odors, schools, streets, traffic, sewage, utilities, communication, concentration of population, social life and the location of industrial, commercial, and residential buildings.

The location of residential, commercial, and industrial buildings is one of the most serious problems for communities wishing to secure orderly community growth. Failure to secure an effective method for the location of various types of buildings will create very undesirable conditions. The values of residential areas, for example, can be destroyed if industrial or commercial operations are located in them. Poorly planned commercial areas may suffer from parking problems. Industrial areas, if not well situated, may face transportation problems involving considerable expense.

Every bit as serious a problem as planning residential, commercial, and industrial areas are the slums or blighted areas which grow up with almost every community. Although most people are aware of slums as undesirable living conditions, few are aware of their cost to a community. The cost of slums to a city in terms of health, fires, juvenile delinquency, and crimes may often far exceed their contribution to the community. If people were aware of the dollar and cent cost of slums, they may well feel that they couldn't afford them..

... slums themselves are outstandingly "deficit

<sup>3</sup>. Today it is approximately 61 per cent.

<sup>4</sup>. Sert, J. L., *CAN OUR CITIES SURVIVE*, Harvard University Press, Cambridge, Massachusetts, 1947, p. 2.

<sup>5</sup>. Mumford, Lewis, *THE CULTURE OF CITIES*, Harcourt, Brace and Company, New York, New York, 1938, p. 300.

areas," that is they cost much more to service than they return in revenue to the city. When such areas increase in size the city's capacity to save itself diminishes accordingly. The Director of the Institute of Public Administration declares that one fifth of the urban United States is so affected, covering property assets at \$40 billion and involved the welfare of half the urban population. This explains, in part, the paradox of cities being hard up financially in a period of prosperity. It helps us understand why cities must pay two or three times the interest rate charged the federal government. From declining tax base to impaired credit and high interest, curtailed services and physical deterioration to loss of population and declining tax base—the story goes round and round.

The San Francisco Planning and Housing Association made a study of two contrasting residential areas with results that students of the subject know to be common in all cities. The "clean, bright" Marina area of 53 blocks and 12,118 people was checked against the blighted area known as Geary-Fillmore with 41 blocks and 13,750 people. Marina had, in the period studied, 133 fires, Geary-Fillmore had 251; Marina had 39 "police" cases, Geary-Fillmore had 4,771; Geary-Fillmore had 36 times as many tuberculosis cases, 66 times as many city hospital cases, and three times as many infant deaths as Marina.<sup>6</sup>

A problem possibly not as dramatic as the ones just discussed is that of securing an adequate traffic pattern in a community. Many communities are prevented from enjoying all of the transportation benefits made available by technology because of their traffic system. Anyone who drives a car should be able to give adequate testimony on this point.

One of the more intangible problems of community life is the attitudes, feelings, sentiments, and inclinations of the people. Specific phases of this problem are the attitudes of the people of a community toward changing community organization or toward newcomers. Refusal to accept change in city government, in the laws affecting residential housing or refusal to accept cordially newcomers to a community can result in a community not conducive to human habitation.

These problems and many others must be solved by progressive communities, particularly those which are industrializing. The problems are especially significant if the community wishes to attract new industry and they become even more significant after new industries have moved in. To neglect consideration of the problems involved in making a community a desirable place is the grossest form of error and can result only in serious and critical conditions. Failure to consider these problems can frustrate efforts to sell the community as a desirable site for industry and can stifle wholesome living in the community.

#### What Can Be Done To Make Communities Better

An approach to solving these problems of community development so as to secure a community conducive to human welfare and thereby to im-

prove the community's opportunities to promote industrial growth is through community or city planning. Only through over-all unified and co-ordinated action by the citizens of a community can a community be created which takes advantage of modern technology to build a wholesome, healthy, and happy community and at the same time avoid the plagues that can be introduced by technology. This very simply defines community planning.

This process of modern community or city planning involves and is concerned with more than just the physical plan and the physical facilities. Planning streets, traffic patterns, residential, commercial, and industrial areas, sewage systems, sewage disposal plants, and parks are all, of course, a vital and important aspect of community planning, but they do not tell the whole story. Effective community planning must take into consideration other phases of community growth and development. It must also consider schools, hospitals, libraries, recreation facilities, and the cultural opportunities available in the community. It should take into consideration sociological structure of the community, such as industrial, racial, class, and political groupings that prevail. It should devote its attention to the economy and the related problems.

Modern community planning is thus concerned with almost the entire life of the community. Adequate planning can be secured only through consideration of the community as a whole. For example, how can streets be planned without attention being given to the location of residential areas, hospitals, parks, or schools? How can desirable residential areas be planned without an analysis of the sewage system, recreation areas, and particularly school facilities? How can a city planner go about suggesting changes in the community unless he knows something about the sociological patterns existing and the economy? Any community planning which considers only very limited segments of the community as, for example, street location, will have great difficulty offering anything of real and lasting value to the community. The thought, of course, is not that city planning would necessarily involve planning the design of specific facilities such as schools or hospitals, but that it would deal primarily with their location and relationship to the rest of the community.

#### What Is Community Planning

Community planning is not new. Ezekiel, the prophet of the Old Testament, in the sixth century B.C., recommended that Jerusalem be zoned, assigning various sections for specific purposes. Even in America it is not new; the early settlers did some rather successful community planning. In most American communities, though, where planning has taken place, the populace has been shocked into action by a crisis or an impending crisis, mak-

6. Dahir, James, *COMMUNITIES FOR BETTER LIVING*, Harper and Brothers, New York, New York, 1950, p. 15.

ing the people acutely aware of some need which forces them to take unified steps before an intolerable situation develops or becomes worse. "Mere inertia or the selfishness of private interest may for a long time have obscured the need for measures essential to the public welfare. Some unforeseen event, therefore, may be necessary to create a consciousness of need."<sup>7</sup>

Jean and Jess Ogden, in *Small Communities in Action*, report a complete change in the life of a small town which resulted from an economic crisis and a realization by the people of the need for cooperative action. Ravenscroft, Tennessee, was a small coal mining community whose miners and their families found themselves abandoned without a means of livelihood when the mines became unprofitable and were closed down. Some people moved away while the rest remained, hoping for better times. Outside assistance came in and organized a program with the aid of local volunteers to help alleviate the community's plight. Some progress was made. The real solution came when a young man, who had been reared in Ravenscroft, with the skeptical aid of the Farm Security Administration, began to lead the community in the reorganization of its economy to center it around agriculture. A survey was made. It revealed that there was virtually nothing with which to begin; however, work went forward. A community meeting was called, and the hard transformation of miners into farmers began. Gradually, the farm program developed, and after a time the people also organized a consumers' cooperative. Today, "Ravenscroft is not a ghost town because its people have discovered the land. They have learned a new way of life. They have learned to participate in community affairs and to work things out as a group. Most families are much better fed than when the men were earning good wages in the mines. As individuals, they are much better prepared than they were in 1936 to cope with the problems of living, in Ravenscroft or elsewhere. As a community, they are prepared, not only to care for their own needs, but to make a contribution to areas outside of the town . . . through the surplus food they now produce on formerly barren land."<sup>8</sup>

*School and Community Join in Educating Youth*, published by the Hogg Foundation of the University of Texas, is the story of Cunningham, Texas, a town which had a similar experience in discovering itself and beginning a new life through cooperative planning. The people in Cunningham were not so harshly shocked into action as those of Ravenscroft. Cunningham was a small agricultural town located in the rich black lands of north Texas, having an economy centered around one crop,

which was produced by tenants. Its only connection with the outside world was over dirt roads.

Through a realization of the inadequacy of its school system, the people came to a recognition of the inadequacy of the town itself. The school became a community center from which improvements stemmed throughout the town. A survey was made of Cunningham, revealing such shortcomings as poor housing, bad roads, and discord and conflict between the members of the community. The school system was reorganized and so was the life of the town. The people came together and through cooperative planning produced a better town. "Cunningham, Texas, still has its dirt road and its problem of tenancy, but unlike Cunningham of ten years ago, it has an oiled dirt road, has painted houses, clean yards, screened windows, healthier and happier families, and a wholesome community spirit."<sup>9</sup>

Wayland J. Hays reports the story of Charlottesville, Virginia. The town once had a deplorable water supply—so bad that a considerable business developed from selling fresh spring water. After years of endurance, a mass meeting was called to discuss the situation. Careful plans were laid, and a survey of possible water supplies was made. Eventually, a bond issue was voted. "The malodorous water supply was soon abandoned, and now the town boasts of its clear, pure water."<sup>10</sup>

In each of these cases a feeling of crisis first permeated the minds of the townspeople before they were stirred into action. A feeling of frustration developed, which was then followed by a groping for a solution. The development of community planning is very similar to the learning process. There is first a motivation or drive that is frustrated or thwarted. Several responses develop, and, finally, there is a reward or a lessening of the tension. The citizens have a motivation which is thwarted either over a period of time or by a sudden crisis. In either case the people eventually realize the need for action in order to achieve their goal. Various responses occur and continue until the tension is relieved or the goal achieved. In many cases the growth of community action is thwarted by vested interest because there can be few changes in the life of a community that will not affect existing interests who may, therefore, attempt to inhibit any change even though it may be for the health and welfare of the people.

Eduard Lindeman, in *The Community*, sets forth 10 steps that usually take place in the process of community planning:<sup>11</sup>

1. *Consciousness of need.* Some person, either within or without the community, voices the need

7. Hays, Wayland J., *THE SMALL COMMUNITY LOOKS AHEAD*, Harcourt, Brace and Company, New York, New York, 1947, p. 59.

8. Jean and Jess Ogden, *SMALL COMMUNITIES IN ACTION*, Harper and Brothers, New York, New York, 1946, p. 23.

9. *SCHOOL AND COMMUNITY JOIN IN EDUCATING YOUTH*, The Hogg Foundation, University of Texas, 1947, p. 37.

10. Hays, Wayland J., *op. cit.*, p. 62.

11. Lindeman, Eduard C., *THE COMMUNITY*, Association Press, New York, New York, 1921, pp. 121-123.

(Continued on Page 8)



## SEPTEMBER ATLANTA AREA ECONOMIC INDICATORS

ITEM	September 1954	August 1954	% Change	September 1953	% Change
<b>EMPLOYMENT</b>					
Job Insurance (Unemployment) Payments -----	359,531	364,987	-1.5	122,750	+192.9
Job Insurance Claimants† -----	5,103	5,840	-12.6	2,162	+136.0
Total Non-Agricultural Employment -----	297,850	292,500	+1.8	292,800	+1.7
Manufacturing Employment -----	78,900	77,900	+1.3	80,850	-2.4
Average Weekly Earnings, Factory Workers -----	\$62.49	\$62.80	-0.5	\$63.20	-1.1
Average Weekly Hours, Factory Workers -----	39.8	40.0	-0.5	40.0	-0.5
Number Help Wanted Ads -----	7,296	7,252	+0.6	9,822	-25.7
<b>CONSTRUCTION</b>					
Number Building Permits City of Atlanta -----	800	853	-6.2	846	-5.4
Value Building Permits City of Atlanta -----	\$7,315,218	\$5,308,246	+37.8	\$4,360,907	+67.7
Employees in Contract Construction -----	16,750	13,900	+20.5	14,800	+13.2
<b>FINANCIAL</b>					
Bank Debits (Millions) -----	\$1,296.0	\$1,263.8	+2.5	\$1,359.0	-4.6
Total Deposits (Millions) (Last Wednesday) -----	\$978.4	\$990.9	-1.3	\$960.7	+1.8
<b>POSTAL§</b>					
Postal Receipts -----	\$1,441,781	\$1,386,065	+4.0	\$1,239,957	+16.3
Poundage 2nd Class Mail -----	1,377,974	1,252,920	+10.0	1,259,459	+9.4
<b>OTHER</b>					
Department Store Sales Index (Adjusted) (1947-49=100) -----	128	122	+4.9	123	+4.1
Retail Food Price Index (1947-49=100) -----	113.3	114.8	-1.3	114.7	-1.2
Number Telephones in Service -----	250,897	248,841	+0.8	240,666	+4.3
Number Local Calls per Day -----	1,710,434	1,735,672	-1.5	1,709,363	+0.1

N.A.—Not Available.

†City of Atlanta only.

‡Claimants include both the unemployed and those with job attachments, but working short hours.

Sources: All data on employment, unemployment, hours, and earnings: Employment Security Agency, Georgia Department of Labor; Number Help Wanted Ads: Atlanta Newspapers, Inc.; Building permits data: Office of the Building Inspector, Atlanta, Georgia; Financial data: Board of Governors, Federal Reserve System; Postal data: Atlanta Post Office; Retail Food Price Index: U. S. Department of Labor; Department Store Sales and Stocks Indexes: Federal Reserve Bank of Atlanta and Board of Governors, Federal Reserve System; Telephones in Service: Southern Bell Telephone and Telegraph Company.



## January Through September, 1953 and 1954

1954	1953	ITEM	% CHANGE
51,429	24,257	Job Insurance Claimants -----	+112.0
\$12,373,479	\$10,538,733	Postal Receipts, Atlanta Post Office -----	+ 17.4
15,222	13,867	No. Construction Employees* -----	+ 9.8
\$68,318,176†	\$62,513,463	Value Building Permits, City of Atlanta -----	+ 9.3
11,581,073	10,951,642	Poundage 2nd Class Mail Atlanta Post Office -----	+ 5.7
250,897	240,666	Telephones in Service** -----	+ 4.3
\$11,287.9	\$10,923.4	Bank Debits (Millions) -----	+ 3.3
295,672	289,361	Total Non-Agricultural Employment* -----	+ 2.2
\$978.4	\$960.7	Total Deposits (Millions)** -----	+ 1.8
N.A.	N.A.	Department Store Sales Based on Dollar Amounts -----	+ 1.0
78,100	78,139	No. Manufacturing Employees* --	- 0.1
N.A.	N.A.	Department Store Stocks** -----	- 1.0
\$62.55	\$63.25	Average Weekly Earnings, Factory Workers* -----	- 1.1
113.3	114.7	Retail Food Price Index (September) -----	- 1.2
39.7	41.0	Average Weekly Hours, Factory Workers* -----	- 3.2
7,698	8,373	Number of Building Permits City of Atlanta -----	- 8.1
59,969	90,841	Number Help Wanted Ads -----	- 34.0

†Special ruling permits construction of \$20,500,000 Grady Hospital addition without permit. If included, total above is \$88,818,176 and the change becomes plus 42.1%.  
 \*Average Month.  
 \*\*End of period.  
 N.A.—Not Available.  
 Sources: Same as page 6.

which is later represented by a definite project.

2. *Spreading the consciousness of need.* A leader in some organization or group in the community convinces his or her group, or a portion of it, of the reality of the need.

3. *Projection of consciousness of need.* The interested group attempts to arouse more of the community's leaders, and the consciousness of need becomes widespread.

4. *Emotional impulse to meet the need quickly.* Influential assistance is enlisted in the attempt to arrive at a quick solution of the need.

5. *Presentation of other solutions.*

6. *Conflict of solutions.* Various groups lend their support to the different plans presented.

7. *Investigation.* There is usually a pause at this point to investigate the projected plans with the help of experts. (This step is often omitted and the following takes its place.)

8. *Open discussion of issue.* A mass meeting or gathering of some sort is held at which the project is presented and the most influential groups attempt to secure adoption of their plans.

9. *Integration of solutions.* The various proposals are examined in an effort to retain the best elements of each in the practicable solution which is now emerging.

10. *Compromise on basis of tentative progress.* Certain groups relinquish some ground in order to save themselves from complete defeat, and the solution which results is a compromise. The plan selected is usually not satisfactory to all groups, but is regarded as tentatively progressive.

Throughout this evolution of planning in the community, the vital key is the leadership. Ideally the leadership should be closely akin to that of a teacher who directs a natural process, guiding self-development to bring out otherwise hidden leadership and talents. Jean and Jess Ogden, in *Small Communities in Action*, believe the emphasis should be on leadership rather than on a leader. The process of planning should move forward without the dependence on any single individual, but rather on the community development of maturity and responsibility. They cite several cases where community planning failed rather miserably because it depended on individual leadership rather than the joint responsibility of the town. Needless to say, this is a cardinal principle of the development of democracy itself. Community planning, like democracy, cannot successfully evolve in a development symbolic of the people's basic philosophy without the joint support of a mature citizenry.

A community is moved to action which will lead to community planning through attention being called to serious community problems by individuals or organizations in the community. Newspapers very frequently are among the first to point out the problems in a community and indicate the need for community action to solve them. Community

organizations and prominent members of the community may originate community action and eventually community planning by attempting to arouse the community to do something about existing civic problems. Sometimes governmental agencies may accomplish this by bringing people's attention to community problems, particularly physical ones such as traffic, parking, or sewage.

The efforts of individuals and organizations, if they are successful in arousing community interest, may then be followed by various community meetings through which plans are made to solve the problems. In their grappling with the problems, communities may come to a realization that some of them can best be handled through community planning or city planning. They may then take steps to secure a study program through which community planning can be accomplished.

**The kind of action necessary to get the community study program established will, of course, be different in each community.** The first move toward getting started may come from a local organization or institution or from any group of public-spirited citizens who see a need for the program in their community. It may be spearheaded by the local press, or by the radio station if there is one. It may be initiated by the school administrator, by a minister, or by any other individual citizen who is concerned about the well-being of his community. One person may discuss the idea with others who will share his enthusiasm and become interested in helping to get the program started.

Great care should be taken at the start, however, to avoid the possibility of having the program labeled as a project of any one group, organization, or institution. The community study group should not at any time be looked upon as a school program, a church program, a program of the local planning commission, or as the program of any particular institution or organization. Any one of these groups may well assume leadership in helping to get it established, and all of them may be solidly behind it, indeed should be, but from the earliest beginnings it should be made clear that the community study group is to be a program of the whole community and nothing less than that. It should also be made clear that the community study group is not to be a permanent organization in the usual organizational sense, but that it is just what the name says, a community study, which will be completed within a reasonable period of time.

And so the community study group is a project not of any one organization but of the entire community. Obviously, this does not mean that every citizen in the community has to participate actively in the study in order to make it successful, though it is hoped that as many people as possible will take part. It is also obvious that as a practical matter somebody, or some particular organization or institution, must make the first move to get other people and other organizations interested, and to get the program started.

In general it is best to begin by talking up the idea to a few community leaders representing various interests until a small group of interested people has been established. This small group may then assume the responsibility of an informal steering committee, and the community study group is built up from this nucleus of interested people.<sup>12</sup>

12. Boston, Richard Waverly, *DEMOCRACY IS YOU*, Harper and Brothers, New York, New York, 1953, pp. 39, 40.

Eventually, as the program for community planning further develops, a voluntary organization such as a community planning council or commission should be set up. The fact that community planning in a democracy is the planning of people must continuously be borne in mind, for the death knell to good community planning is rung when the people are no longer a part of it.

Ultimately in its evolution, community planning must become an established function of the local government, for this is the agency set up by the people to carry out the joint activities of their society. None of the principles previously set forth, however, are violated by this step because city government in a democracy should be all that it has been said community planning must be—of the people, by the people, and for the people.

Ladislas Segoe, in *Local Planning Administration*, says:

**Community planning, to be effective, should be an official, regular, and continuous function thoroughly integrated with the structures and processes of local government. In its prevalent form, that of the semi-official board or commission—composed of either all citizen members appointed by the chief executive or in part by such citizen members and in part by officials—the planning agency and its place in the local government structure must be regarded as still in an evolutionary stage. Like several other municipal functions now commonly accepted—health, welfare, recreation—it was initiated in most places by unofficial citizen groups. These generally performed the useful and necessary service of gaining recognition by both the citizenry and government officials of the need for planning and of an appreciation of its value. Like these other governmental functions did earlier, planning in its present form of the semi-independent and often semi-official planning board or commission has now advanced to the second stage in its development. While this step seems to have been a necessary one to gain acceptance of planning as an official regular function of local government and while several of these local planning bodies have and are performing their function effectively, it is now widely recognized that planning, if it is to become a vital force in the development and redevelopment of our communities and in the improving of the conditions of urban life, will have to be strengthened in several respects, among these, by such changes in its form and place that it will be more closely integrated with the structure and processes of local government.<sup>13</sup>**

A primary requirement in setting up the machinery for planning is adequate enabling legislation, giving a community the necessary authority to proceed with its planning. Many states have taken this step while in others, towns and cities have had to proceed with what authority they possess. Customarily, in this final development, planning is organized under a planning commission or board which is made a regular functioning branch of the municipal government. Experience has indicated that seven, nine, or eleven members, being composed of both city officials and citizens,

with the citizens in the majority, are adequate for the membership of the commission. The chief executive of the town and a representative of the legislative body should be ex-officio members. The commission should occupy a place in the local government so as not to be in danger of losing effectiveness through subordination to an existing function of the municipal government such as the office of the city engineer.

The task of the city planning commission is to formulate a master plan for the community's development in the light of all available information on the community's resources, physical layout, and the social and economic patterns of life. The commission needs extensive surveys of all phases of activity in the town and around it and of the area's resources. The broad object of the commission is to help the citizens develop a better community in which to work, live, and play. Through the master plan the entire functions of the city administration should be coordinated toward achieving this over-all objective. The effective achievement of this goal will depend on the joint action of the citizens in joining with the commission in laying the plans and in bringing about their execution.

**The comprehensive city plan or master plan, while it must be thoroughly practical and sound economically, must give expression also to other than the purely materialistic aspirations of the people of the community. Only then will the plan possess—in addition to its influence toward a more convenient, efficient, and economical development—the inspirational force that will foster civic interest, devotion and loyalty essential for building better cities.<sup>14</sup>**

The master plan for a city's development is not a blueprint for the city's development as are an architect's plans for the construction of a building, but are rather a flexible policy with an attempt being made to guide a natural development. The master plan proposes to bring about an evolution correcting mistakes of the past and attempting to guide development in the future in the light of all available information. Although the future cannot, of course, be seen as through a fortune teller's crystal ball, a community planning commission can lay plans which will facilitate a more orderly growth, making the most of the technological progress which has thus far not been possible under the existing system. Stemming from the over-all master plan will be specific plans for such things as schools, libraries, residential, commercial, and industrial areas, parks, playgrounds, streets, and projects for the creation of a more wholesome community spirit. All of these specific plans will be laid with the over-all master plan ever present in the minds of the planners.

#### Conclusion

The structure of most communities gives evidence of the conflict produced by the lag of social

13. Segoe, Ladislas, *LOCAL PLANNING ADMINISTRATION*, The International City Managers' Association, Chicago, 1941, p. 36.

14. Op. cit., p. 43.

organization behind the rapid progress of technology. Lewis Mumford has repeatedly pointed out the disintegration in cities that has been taking place in our civilization during the past few centuries, producing communities and a culture unable to meet the needs of men. The release of the atom's energy may well have brought the climax to this trend from which civilization may either advance or completely disintegrate.

**When the first atomic bomb was exploded in New Mexico, the possibility of a social crisis of the first magnitude was clearly projected. The first reaction to the harnessing of atomic energy is the spread of general confusion and increased tension. Many people are asking, "What terrible portents does this incredible thing hold in store for us? Will it be used by fiendish men to destroy our cities and our civilization? Or will it be harnessed to constructive purposes—liberating man from fierce toil, from oppression by those who deliberately limit production and distribution of goods and maintain special privileges through control of political power, thus ushering in a true age of plenty, an age of superpower, which will reduce the need for physical labor and increase not only economic well-being and time for leisure, but the understanding to use them so as to build a moral order?"**

To the student of society, the atomic bomb merely underscores the cleavage in our civilization between extraordinary technological skill and social ineptness. We are so rich in gadgets, so poor in spiritual and cultural resources. Technological progress has promoted the loss of social cohesion at the very time when more cohesion is imperative, so that the basic desires of men are blocked in almost every direction.<sup>15</sup>

The citizens of America's communities are faced with the challenge of bringing harmony out of the conflict between technological progress and lagging community development. Maturity must develop, with the local populace accepting the responsibility for the wise use of their resources and the development of their towns. This awareness, already evident in many communities, must permeate all strata of society, stirring the populace into action. Some of the signs that people are becoming aware of the need for joint action can be seen in the civic projects being undertaken to find cures for juvenile delinquency, inadequate school systems, slums, the lack of community spirit, and low incomes.

The community is more than merely a place to live. It should be symbolic of the people's basic philosophy of life. On every side it should exemplify the ideals toward which the people strive. The Gothic era introduced by the Renaissance reached a high peak in this esthetic expression of the society's philosophy in the development of the towns. The architectural monuments of this era are testimonials of the cultural, economic, and technological principles from which they were created.

<sup>15</sup>. Hays, Wayland J., *op. cit.*, p. 203.

The modern problem arises from the recognition that human freedom and dignity can only be maintained by individual acceptance of civic-conscious responsibilities towards the organic community. This involves the creation of those environmental factors which promise most for continuous cultural progress, which in turn implies scientific adventure and philosophic speculation, both means and ends of education.

Medieval man has splendidly demonstrated how to employ the elements of mental hygiene, how to create tension and harmony, how to achieve true human values in his physical environment by contrasting them with the super human scale of monumental cathedrals. His was the art of building civilized cities in which to cherish the things of the mind and to nourish his passionate urge for righteousness and aesthetic and intellectual satisfaction.

We cannot possibly overestimate or overemphasize Gothic conceptions and principles of community planning. The medieval city exemplifies the possibility for conceiving the kind of quality in physical environment best conducive to a rich and graceful life. The ritual, the ceremony which has almost disappeared from our daily life, the strong contrast between town and country, the violent atmosphere of excitement and passion, the idea of honor as well as the attitude towards ascetism, torture, and execution, all these are parts of an atmosphere which "bore the mixed smell of blood and roses." We are inclined today to speak of these symptoms as characteristics of the "Dark Ages." Yet historic evaluation of human and social behavior reveals the relativity of terms like living standards, comfort, and hardship.<sup>16</sup>

The leaders of any community who are, therefore, interested in the wholesome growth and development of their community and who might be particularly interested in industrial development are urged to consider very seriously effective community planning.

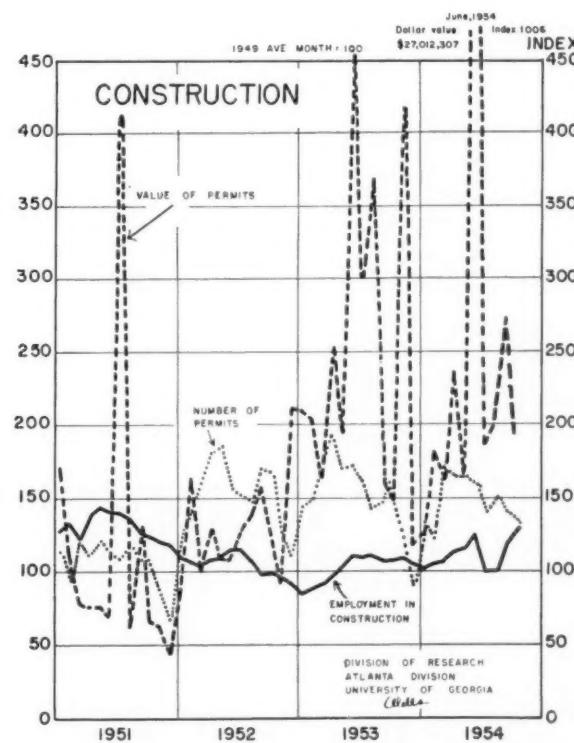
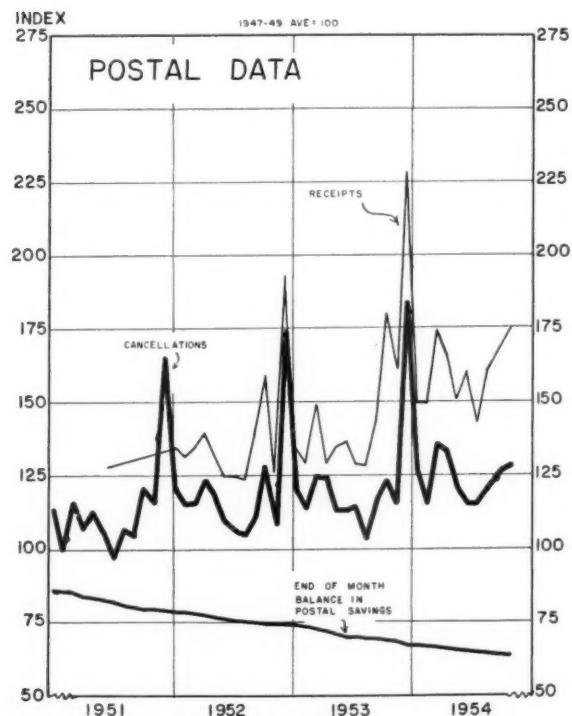
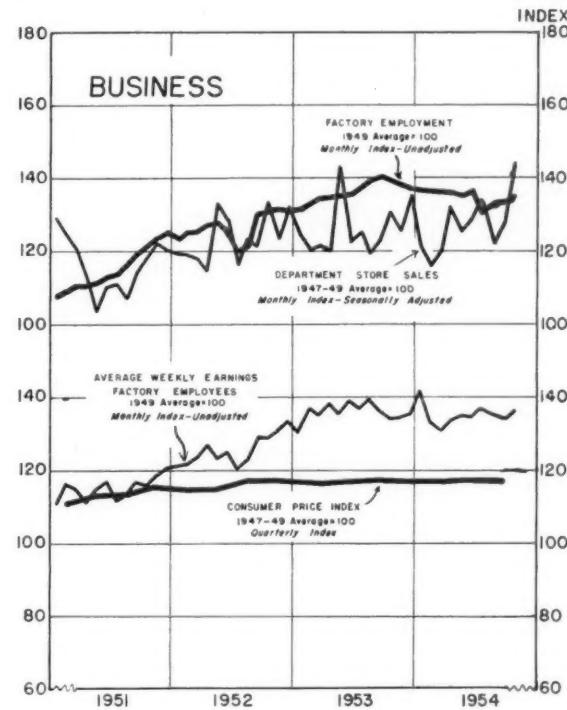
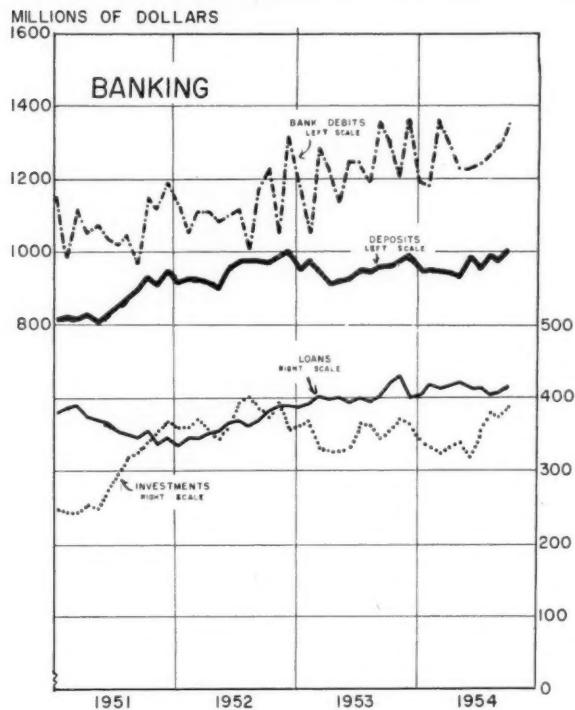
<sup>16</sup>. Leipziger, Hugo, *THE CITY, THE HOUSING AND THE COMMUNITY PLAN*, The University of Texas, Austin, 1942, p. 13.

## DECISION MAKING

A book that has been published rather recently which should be of interest to businessmen interested in applying scientific methods to the process of making decisions is Irwin D. J. Bross's book, *DESIGN FOR DECISION*. (MacMillian Company, 1953, \$4.25).

*DESIGN FOR DECISION* is a book written for the layman on a very technical subject—the approach which statisticians have been developing for handling decision making problems. During the past few decades some very significant developments have been taking place in the area of techniques to improve the efficiency of the decision making process, and the statisticians have been very much involved in this work. They have been working toward an overall approach to the problem, and it is

## METROPOLITAN AREA BUSINESS . . . . AT A GLANCE



Note: Building Permits data and postal data are for area within Atlanta City limits. This area was 36,860 sq. miles in 1951; 117,862 sq. miles on March 1, 1953; 126,968 on December 31, 1953; and 126,997 on January 1, 1954.

Sources: Banking data: Board of Governors of the Federal Reserve System and the Federal Reserve Bank of Atlanta; Postal data: Atlanta Post Office; Construction data: Office of the Building Inspector of Atlanta and Georgia Department of Labor; Business data: Federal Reserve Bank of Atlanta, Georgia, Georgia Department of Labor and U. S. Department of Labor.

this overall approach, known as Statistical Decision, which Professor Bross discusses in his book.

Professor Bross feels that the ideas which have been developing in the field of statistics for handling decision problems have not had the impact their importance justifies because of the problem in communicating to the layman ideas developed by technicians. "This delay in the transmission of ideas is, I believe, one of the facts which has led our civilization to its present crisis. Moreover, the already dangerous situation is steadily getting worse because it is increasingly difficult to translate the language of science—a symbolic one—into everyday English." With this viewpoint in mind, Professor Bross went to work to write a book which the layman would find readable and interesting and

which would communicate to him the basic ideas underlying the approach the statisticians are developing for handling decision problems.

The reader of this book will, of course, not find any of the ideas discussed in complete detail as it is not a technical book. For those readers, however, whose interest in the topic is aroused, and wish to go deeper, Professor Bross has included a discussion of additional books on the subject which might be of interest to the reader.

This book is highly recommended to the businessman interested in learning about the most recent developments that have taken place in the field of statistics for handling decisions but who does not himself have a statistical or mathematical background.

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